

SANTA ROSA COUNTY

**COMPREHENSIVE
EMERGENCY MANAGEMENT
PLAN (CEMP)**

ANNEX B:

MITIGATION FUNCTIONS

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I. INTRODUCTION

II. HAZARD MITIGATION PROGRAMS

A. Hazard Mitigation Grant Program: Section 404 of the Stafford Act establishes a hazard mitigation grant program to fund certain state and local post-disaster hazard mitigation measures. Federal funds are available under this program on a matching funds ratio of 75% federal/25% non-federal. The total amount of funding available for any given disaster will be 15 percent of the combined Public Assistance, Individual Assistance and Small Business Administration grants for any given disaster.

Before any funding is made available under this program a state Hazard Mitigation Grant Program administrative Plan must be approved by FEMA demonstrating how the grant program will be administered. The State Mitigation Officer will be responsible for ensuring that this plan is prepared and updated on a regular basis.

Although the Hazard Mitigation Grant Program is federally funded, the program is administered through a partnership arrangement with the Florida Department of Community Affairs. The Division of Emergency Management is the lead state administrative agency but it is supported by the Divisions of Housing and Community Development and Community Planning, as well as the Florida Housing Finance Corporation, Florida Coastal Management Program and the Communities Trust Program. .

The County through the Local Mitigation Steering Committee is responsible for identifying and selecting projects funded under the grant program. Submits HMGP Projects to Florida DEM. Enters into contractual agreement with DEM. Implements the projects and maintains all project documentation. The State Mitigation Officer will review project applications for consistency with the state's Hazard Mitigation Administrative Plan and the state Hazard Mitigation Plan Update prepared in response to the disaster. Selection criteria will include:

1. Measures that best fit within the state's overall Hazard Mitigation Strategy.
2. Measures that have the greatest potential impact to reduce future losses.
3. Measures that are designed to accomplish a multitude of hazard mitigation objectives.

Based on the results of this review, the State Mitigation Officer will prepare and submit the proposals to FEMA in accordance with procedures set forth in the State Hazard Mitigation Grant Program Administrative Plan and manage the Hazard Mitigation Grant Program and the funds available under the program.

B. Responsibilities

1. Federal: FEME has executed a Memorandum of Understanding (MOU) designating the State of Florida as a Managing State. FEMA completes performance review.

2. State: Responsible for the State Hazard Mitigation Plan (409 Plan). Evaluation of existing natural hazards, Identify short and long range goals and objectives, set state funding priorities, early implementation of strategies and Administrative Plan.

The State Project Officer will provide technical assistance, review project applications for eligibility, benefit and cost, and environmental impact. Monitor project implementation by receiving quarterly reports and contract management.

3. County: Santa Rosa County maintains a Hazard Mitigation Program in compliance with State and Federal law (Section 409 of the Stafford Act). This plan describes those projects which if implemented would reduce or eliminate the danger of disaster. The county, as well as the state, has developed a priority listing of mitigation projects.

The County Administrator, as the lead coordinator for hazard mitigation activities through the various county agencies, will appoint a County Hazard Mitigation Steering Committee. The Committee will participate on the Interagency Hazard Mitigation Team and on the State Hazard Mitigation Team; coordinate the participation of other appropriate local officials on these teams and participate in the development of the State Hazard Mitigation Plan.

C. Identifying Opportunities for Hazard Mitigation: Opportunities for implementing hazard mitigation measures will be identified in one of the following ways:

1. The hazard mitigation planning process as identified in the State Hazard Mitigation (409) Plan.

2. The DAR process through the public assistance program.

3. Preliminary Damage Assessment.

4. Post-disaster Redevelopment Plans developed pursuant to the state's growth management law or the hazard.

D. State Hazard Mitigation Plan: Section 409 of the Stafford Act requires the state and affected local governments to prepare a hazard mitigation plan which evaluates the natural hazards within the disaster area(s) and recommends appropriate measures to reduce the risks from future disasters. This plan will include the following components:

1. An evaluation of the natural hazards in the disaster area.
2. A description and analysis of state and local hazard mitigation policies, programs.
3. Proposed hazard mitigation strategies, measures and actions designed to reduce or avoid long-term vulnerability to hazards.
4. A method for implementing, monitoring, evaluating and updating the plan on an annual basis.

E. Hazard Mitigation Plan Priorities: The state has developed an all-hazards hazard mitigation plan which examines the state's vulnerability to all natural disasters which may affect the state. The following is a summary of the highest priority strategies included in the plan.

1. Protecting critical facilities such as power, communications, water, sewer, transportation, health, medical, schools, police, security, fire and key businesses.
2. Increasing the amount of available shelter space so that the state's shelter deficit is alleviated and that existing and proposed shelter space adequately provides for community needs.
3. Repairing and retrofitting existing non-conforming use structures damaged as a result of disasters.
4. Advocating the prevention of roof, window and door failures through enhancement of local government building codes and financial assistance to local governments.
5. Improving building inspection practices to ensure that all buildings are properly constructed and that variances are kept to a minimum.
6. Support the state building codes that provide a regulatory framework and an institutional framework for reviewing local government amendments to such a common building code.
7. Continuing to seek improvement to wind and flood design

requirements for mobile homes and advocating installer certification requirements.

8. Encouraging local governments and state agencies to examine opportunities for acquisition of high hazard properties and for the relocation of damage-prone infrastructure.

9. Assisting local governments in the development of Post-disaster Redevelopment Plans pursuant to the requirements of Florida's growth management regulations.

10. Developing and refining post-disaster permitting procedures and, in particular, developing a "one stop" plan for consolidation and prioritization of local and state building requirements. Insurance companies also need to be involved in this process. State and local governments will be responsible for implementing the hazard mitigation measures and recommendations included in the plan. The designated County Hazard Mitigation Project Manager will be responsible for coordinating implementation activities with the State Mitigation Officer and for providing periodic updates on the status of mitigation measures. The State Mitigation Officer will then be responsible for submitting progress reports to FEMA indicating the status of each recommendation and/or mitigation measure contained in the plan.

F. Project Worksheet Process: Under the Public Assistance program, cost-effective hazard mitigation measures may be authorized for damaged facilities. The Federal Coordinating Officer (FCO) may authorize hazard mitigation measures that are necessary for compliance with codes and standards if the measures are in the public interest and the following conditions are met:

1. The mitigation measures will substantially reduce or eliminate the risk of recurring damage to the facility.

2. The measures reflect sound engineering and construction practices.

3. The measures are cost-effective.

4. Applicable environmental and floodplain management requirements have been met. The State Mitigation Officer will work closely with the State Public Assistance Officer (SPA), Hazard Mitigation Engineer and the State Public Assistance Inspection Teams to make sure that site specific recommendations for incorporating hazard mitigation measures into necessary repairs to damaged facilities are reflected on the Pws. This includes alternate projects if the SCO determines that the public interest would not be best served if the damaged facility was repaired, restored or replaced.

G. Long Range Reconstruction: Long-range reconstruction phase efforts focus on community redevelopment and restoring the economic viability of the disaster area(s). The reconstruction phase requires a substantial commitment of time and resources by both governmental and non-governmental organizations. Much of this commitment is beyond the scope of traditional emergency management activities and federal disaster programs. Such activities are most often the results of a catastrophic event that has caused substantial, long-term damages over a very large area. These efforts include, but are not limited to:

1. Long term restoration of public infrastructure and social services damaged by the emergency.
2. Re-establishment of an adequate supply of housing to replace that, which was destroyed.
3. Restoration of jobs that were lost.
4. Restoration of the economic base of the disaster area(s).

H. Post Disaster Redevelopment Plan: Pursuant to the State of Florida Growth Management Law (Chapter 163, Florida Statutes), Santa Rosa County is required to develop a post disaster redevelopment plan which identifies:

1. Existing and proposed land use in the Coastal High Hazard Areas (CHHA).
2. Structures with a history of repeated damage in coastal storms.
3. Coastal and shore protection structures.
4. Infrastructure in the Coastal High Hazard Area (CHHA) and beach and dune conditions.

Measures that could be used to reduce exposure to hazards shall be analyzed, including relocation, structural modifications and public acquisition.

I. National Flood Insurance Program (NFIP)

1. Santa Rosa County has developed a Floodplain Management Plan. This plan identified repetitive losses and methods to mitigate future losses.
2. The Planning and Zoning Department administers and develops the NFIP Plan. This Federal program provides floodplain information to the general public as well as developers.

J. Comprehensive Growth Management Plan: The Planning and Zoning Department also has developed and administers the Comprehensive Management Plan. This plan designates and regulates land use, densities and access issues of interest to emergency management.

K. The Planning and Zoning Department also manages the Community Rating System for the County.

L. Planning and Zoning Department and Emergency Management Division Partnership: Emergency Management is now included in pre-application processes for development with the county. The process helps to raise emergency management concerns early in the community development process.

M. Municipalities are responsible for NFIP and CRS renewal and upgrades, as applicable, and are actively involved in Hazard Mitigation Programs.

N. Mitigation Strategies

1. Provide Technical Assistance to County agencies and municipalities.

This addresses the education process of public officials and managers to the mitigation issues. Using public education methods, Emergency Management promotes the mitigation theme as a priority for development and planning issues within the county. Emergency Management staff integrates the mitigation theme in training seminars, public announcements and news releases.

2. Promote Multi-Hazard Mitigation Awareness: This promotes a general understanding within the general public of the concept of mitigation and the programs and needs to mitigate the effects of potential disasters. This information includes, building code standards, permitting processes, funding programs available and technical advice.

III. PRE-DISASTER HAZARD MITIGATION

The State of Florida Hazard Mitigation Programs are within the Bureau of Recovery and Mitigation of the Division of Emergency Management. Hazard mitigation is a continuous process in which several mitigation programs have been merged together into a single unit. This merging of mitigation programs helps institutionalize procedures to emphasize pre-disaster activities that mitigate the loss of life and property, as well as to identify potential post-disaster mitigation opportunities. This results in more focused programs, improved coordination and ultimately reduced costs for safer and healthier communities. The principle of ongoing mitigation programs and activities can be divided into

two functional groups, pre- and post disaster. The primary pre-disaster programs are:

A. The National Flood Insurance Program - The National Flood Insurance Program provides flood insurance to communities that agree to implement land-use planning and construction requirements to reduce flood damage in their jurisdiction. These land-use and construction requirements apply to all new construction and substantial improvements to existing structures in the community's Special Flood Hazard Areas. The Bureau of Recovery and Mitigation provides technical assistance to the public and communities on the National Flood Insurance Program. The Bureau also performs periodic compliance reviews to ensure that minimum standards are being observed.

B. The Community Rating System - The Community Rating System is an integral part of the National Flood Insurance Program. The Community Rating System provides incentives to communities, through reduced flood insurance premiums, that go beyond the minimum flood plain management requirements established through the National Flood Insurance Program.

C. The Flood Mitigation Assistance Program - The Bureau of Recovery and Mitigation manages the Flood Mitigation Assistance Program. This program makes federal funds available pre-disaster to fund mitigation projects in communities participating in the National Flood Insurance Program. These funds have a 25 percent non-federal match requirement. The overall goal of the Flood Mitigation Assistance Program is to fund cost-effective measures that reduce or eliminate the long-term risk of flood damage to National Flood Insurance Program insurable structures. This is accomplished through the reduction of the number of repetitively or substantially damaged structures. The Bureau provides technical assistance under this program.

D. The Local Mitigation Strategy - The Bureau of Recovery and Mitigation participates in preparing and updating guidelines for local governments on developing a Local Mitigation Strategy; provides technical assistance to local governments to complete these strategies; coordinates with the Division of Housing and Community Development and the Division of Community Planning on programs that support pre- and post-disaster activities (e.g., the Residential Construction Mitigation Program and a Resource Identification Funding Strategy).

E. The State Mitigation Strategy (409 Plan) - The Bureau of Recovery and Mitigation assists in the preparation and update of the State Mitigation Strategy. This document meets the federal requirement for a State Hazard Mitigation Plan (pursuant to Section 409 of the Stafford Act) and the Flood Mitigation Plan (pursuant to Section 553 of the National Flood Insurance Program Reform Act of 1994) while incorporating a strategic vision for hazard

mitigation and long-term redevelopment. This document outlines the State's overall mitigation priorities.

F. The 404 Hazard Mitigation Grant Program - The Bureau of Recovery and Mitigation is the lead agency for preparing and updating the Hazard Mitigation Grant Program Administrative Plan (pursuant to Section 404 of the Stafford Act). This document meets the federal requirements for an administrative plan for the Hazard Mitigation Grant Program and provides the State funds equal to 15 percent of the total federal disaster expenditures in the aftermath of a Presidential Declared disaster. These funds have a 25 percent non-federal match requirement.

IV. POST-DISASTER HAZARD MITIGATION

Post-disaster Mitigation activities at the Disaster Field Office require a well-orchestrated and coordinated effort among the various levels of governments. Under the Federal Response Plan, a Deputy Federal Coordinating Officer for Mitigation will be appointed for each Presidential Declared disaster. The Deputy Federal Coordinating Officer for Mitigation will have a staff composed of hazard mitigation and flood plain management specialists. One of the major tasks assigned to the Deputy Federal Coordinating Officer for Mitigation is to assure that mitigation disaster operations are integrated and unified with the State and local recovery efforts. The State Mitigation Officer, working under the direction of the Deputy State Coordinating Officer for Recovery should work in concert with the Deputy Federal Coordinating Officer for Mitigation to assure that the State is aware of and takes advantage of all available mitigation opportunities.

A. Service Delivery - The Bureau of Recovery and Mitigation is designated as the primary point of contact for the seven regions of the State. These regions correspond with the service delivery regions established for the Area Coordinators.

B. State Hazard Mitigation Grant Program Administrative Plan - The State Mitigation Officer coordinates with the Deputy Federal Coordinating Officer for Mitigation to develop a mitigation strategy paper that will provide guidance in the use of State and federal funds for mitigation purposes.

C. State Hazard Mitigation Strategy Update - The State Mitigation Officer prepares an after action report listing recommended changes to the State Hazard Mitigation Strategy based on lessons learned from the disaster. This report provides information for the annual review and update of this document.

D. Hazard Mitigation Grant Program Administrative Plan Update - The State Mitigation Officer will review and revise the Hazard Mitigation Grant Program Administrative Plan after the disaster as necessary.

V. FUNDING

The Individual Assistance Hazard Minimization Program is designed to fund low cost activities that can be used to reduce future disaster losses to a residential structure. The minimization program offers grants to eligible homeowners based on 25 percent of the total Individual and Family Grant award received by the homeowner, for a maximum award of \$5,000.

A. Letter of Request - The State Mitigation Officer in coordination with the Deputy State Coordinating Officer for Mitigation will prepare a letter of request to participate in the Individual Assistance Minimization Program and will update the list of items for approval (800 series items) and costs.

B. Contractor's Briefings - The State Mitigation Officer will conduct a contractors briefing to inform the Individual Assistance inspectors to include 800 series items in their assessments wherever possible.

VI. PUBLIC ASSISTANCE PROGRAM

Section 406 of the Stafford Act provides for direct federal assistance for repairs and improvements to eligible damaged public facilities. Mitigation measures (improvements) must be identified in the Damage Survey Reports. The award of Section 406 hazard mitigation projects is at the discretion of the Federal Emergency Management Agency Regional Director.

A. Inspector's Briefing - The State Mitigation Officer will conduct an inspectors briefing to ensure that joint State-Federal teams of Public Assistance Inspectors conducting damage assessments identify and include mitigation measures in Disaster Survey Reports wherever possible.

B. Applicant's Briefing - The State Mitigation Officer will attend the Public Assistance applicant briefings to inform eligible applicants of the mitigation opportunities available through the 406 Program.

C. Technical Assistance to Public Assistance staff - The State Mitigation Officer will coordinate with the State Public Assistance Officer to provide technical assistance to Public Assistance engineers and review teams to help identify and maximize mitigation opportunities.

D. The Hazard Mitigation Grant Program - The State Mitigation Officer will administer the Hazard Mitigation Grant Program according to the procedures outlined in the Hazard Mitigation Grant Program Administrative Plan.

VII. TECHNICAL ASSISTANCE

The State Mitigation Officer will designate staff to support mitigation outreach at established Disaster Recovery Centers. The State Mitigation Officer will establish and designate staff to provide technical assistance on mitigation to affected homeowners at Reconstruction Information Centers. These Reconstruction Information Centers may be established in conjunction with local building officials and may be located in the local building departments. Other support staff may include representatives from the State Department of Environmental Protection, the Federal Emergency Management Agency and other interested parties.

VIII. LONG-TERM REDEVELOPMENT ACTIVITIES

The Division of Housing and Community Development, Long-Term Redevelopment Section administers a variety of programs that support pre-disaster, post-disaster and mitigation activities. These programs include, but are not limited to a residential construction mitigation program and a resource identification strategy. These programs are designed to help minimize the impact of disasters and to address local unmet needs identified after a disaster. The Administrator of the Long-Term Redevelopment Section is the primary point of contact for these programs.

IX. STANDARD OPERATING PROCEDURES (SOP)

A. Each primary and supporting agency is encouraged and responsible for notifying the Emergency Management Director of potential mitigation projects it has encountered during a disaster. It is highly recommended such proposals be submitted in writing as quickly as possible following the recovery. The Emergency Management Director can evaluate methods of funding mitigative actions at that time including use of PA, FEMA Hazard Mitigation Grant Program (HMGP) or other fund sources.

B. Based on the type of disaster, results of reports from the State Hazard Mitigation and Recovery Team (SHMART), any Interagency Hazard Mitigation Team (IHMT) and potential for and size of funding, the Emergency Management Director in cooperation with the BOCC shall make broad recommendations for use of HMGP funds or other supplemental mitigative funds for use on public infrastructure. The PIO can be utilized to develop methods to request the public to contact the SRC Division of Emergency Management if they believe a public infrastructure project should be considered for mitigation funding.

C. A news release concerning any mitigation efforts will also be

generated through ESF - 14 Public Information. Referral on project proposals will be made to the SRC Division of Emergency Management.

D. National Flood Insurance Program (NFIP)

1. Local Government NFIP Status

The following Santa Rosa County local government jurisdictions participate in the NFIP:

City of Gulf Breeze	(Community #120275)
Town of Jay	(Community #120339A)
City of Milton	(Community #120276)

Santa Rosa County (including Navarre Beach)(Community #120274)

2. Interlocal Agreements/Mutual Aid

All local government jurisdictions in the county have entered the Statewide Mutual Aid Compact. In addition, other mutual aid agreements, including fire service agreements, are in place.

E. Hazard Mitigation Program

Public infrastructure procedures and general methodologies are discussed above. This section discusses mitigation issues more closely related to areas outside of projects eligible for PA mitigation assistance.

1. Local Mitigation Steering Committee (LMS). The LMS is made up of County employees, City Managers, American Red Cross and citizens of Santa Rosa County. The West Florida Regional Planning Council maintains all documentation for the LMS.

In a catastrophic disaster, all portions of Santa Rosa County might be affected. In certain events, however, only certain geographic portions of the county might be impacted where vulnerability to given disasters is high.

Residential and business structures within the Coastal High Hazard Area of South Santa Rosa are vulnerable to storm surge and hurricane winds. These locations are found immediately along the coast of the Gulf of Mexico, Santa Rosa Sound, Pensacola Bay, Escambia Bay, East Bay and Blackwater Bay in low-lying coastal areas. Communities where this can occur include Gulf Breeze, Navarre Beach, Navarre, Midway, Holley, Garcon Point, Ward Basin, Avalon Beach, portions of the City of Milton, Bagdad, Mulat and Floridatown.

Residential structures along any floodplain of creeks and rivers, especially:

The Blackwater and Yellow Rivers are vulnerable to minor to severe flooding (according to floor elevation and location within the floodplain). The most notable communities that are vulnerable include the City of Milton in areas near downtown and Carpenter's Park, Holiday Isle and other river communities east of Milton and Pattersontown. Urban flooding of some neighborhoods can occur in several locations throughout the county.

Hazardous materials incidents are most likely to occur in transit. Therefore, residents and businesses near I-10, US 90, US 98, SR 281 or other major thoroughfares are vulnerable populations. Population centers are more vulnerable to fixed facility incidents due to the increased number of factories, water wells and wastewater facilities.

Strategies for rectifying hazards or preparing individuals for disasters are ongoing in the county. An active storm water management mitigation program has been implemented as a result of Hurricane Erin and Opal. It is estimated that 50 to 100 homes could potentially receive assistance reducing vulnerability of those residents and the program is ongoing.

The county continues to participate in the NFIP program. Structures must be built above the 100-year base flood elevations within floodplains designated on FIRM.

As funding becomes available, existing residential structures built before NFIP standards could be elevated above the base flood elevation if structurally feasible.

Concerning windstorm damage, the county has adopted higher hurricane structural standards as mandated by the state. It was noted that, after Hurricanes Opal and Erin in 1995, few of the newly built structures received significant damage.

2. General Mitigation Prioritization

Setting priorities for the use of mitigative services and funds is disaster dependant. This means such priorities will be based upon the scale of disaster, public infrastructure or private properties impacted, type of services made available and amount of funds allocated for use within the county by DEM, FEMA or other agencies. The Emergency Management Director and the Director of the Public Services Department, in cooperation with recommendations from DEM or other entities, will advise the BOCC on mitigation projects that should receive attention. The BOCC will decide upon projects based upon such information.

As funding is available, mitigation activities will occur in the county based upon occurrence of past damage in disasters or potential for damage.

Prioritization may also focus upon governmental policy regarding reconstruction. The Emergency Management Director will advise the BOCC concerning any consistent damage occurring in disasters and, in cooperation with other county departments or the state, recommend changes to policy or ordinances to the BOCC as appropriate.

3. Coordination with State Agencies Regarding Mitigation in the Post-Disaster Setting.

The Office of the County Administrator will be the primary agency responsible for coordinating with the State of Florida DEM Bureau of Recovery and Mitigation.

Each local government has adopted the Standard Building Code. Inspections are performed by Santa Rosa County in all local government jurisdictions. Santa Rosa County has adopted the Coastal Construction Code per Chapter 161.55 FS.

Emergency permits may be issued for marine structures on state submerged lands. As in the past, Blanket Permit numbers are issued by the Florida Department of Environmental Protection to allow owners of such structures to rebuild to pre-disaster conditions. Distribution of such permit information shall be distributed through ESF 14 - Public Information.

4. Updating Post-Disaster Redevelopment Plans and County Participation in Long-Term Redevelopment.

The SRC Planning and Zoning Director is responsible for maintaining and updating of Post-disaster Redevelopment Plans. Based upon the magnitude of disaster, successes and problems encountered during recovery, updating of documents relating to post-disaster recovery plans shall be accordingly made. Debriefings and a post-disaster evaluation are held by the SRC Division of Emergency Management in a nominal time period following a disaster. Information received from such debriefings and from comments provided by the public will be forwarded to the appropriate agency. Recommendations for adjustments to be made to Post-disaster Redevelopment Plans will be based upon such comments and provided to the BOCC for consideration and adoption.

Depending on the magnitude of a given disaster, redevelopment may take several weeks to several years. In the case of Hurricane Opal, federal, state and local efforts continued over four years after the event. Regardless of the time frame, Santa Rosa County will participate in long-term redevelopment efforts for the benefit of its citizens, businesses, local governments and tourism visitors to ensure full recovery and to minimize future damages. Such participation may be through training, educational efforts, public information, insurance, construction, environmental or other programs or task forces. Staff participation may be based on funding in order to provide full attention to long-term recovery problems.

Committees including the County Planning Board, the Board of Adjustments and the BOCC are expected to play major roles in long-term recovery and mitigation. In addition, the Emergency Management Director serves on the Technical Coordination Committee for the Pensacola Metropolitan Planning Organization. The MPO is staffed by the West Florida Regional Planning Council. The EM Director's contribution to the agency includes assisting in planning for roadway improvement and development projects to facilitate evacuation and recovery efforts.